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ABSTRACT

These proceedings summarize the themes and events of the 10th anniversary celebration of the National Education Goals Panel (NEGP). The proceedings are divided into three sections. The first section summarizes significant themes and issues raised over the 2-day event. The second section is a synopsis of discussions that took place during the events, which included the "Building on the Momentum" conference presentations; the awards and recognition dinner, which featured a video, state awards, recognition of Presidents Bush and Clinton, and discussion among former chairs; the NEGP meeting, during which participants discussed future actions and data reporting; and the NEGP Conference, at which the NEGP characterized the accomplishments of the past decade and released the 1999 Goals Report and action statement. The third section of this report is a brief summary of participants' thoughts on the big issues facing education in the decade ahead, issues of concern to the NEGP and the other organizations that will lead education improvement efforts during the decades to come. (RT)

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Building on the Momentum...

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from the 10th Anniversary Celebration of the

National Education Goals Panel

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DECEMBER 1-2, 1999

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GOALS

READY TO LEARN

SCHOOL COMPLETION

STUDENT ACHIEVEMENT AND CITIZENSHIP

TEACHER EDUCATION AND PROFESSIONAL DEVELOPMENT

MATHEMATICS AND SCIENCE

ADULT LITERACY AND LIFELONG LEARNING

SAFE, DISCIPLINED, AND ALCOHOL- & DRUG-FREE SCHOOLS

PARENTAL PARTICIPATION

CURRENT MEMBERS — NATIONAL EDUCATION GOALS PANEL

Governors

Paul E. Patton, Kentucky (D), *Chairman (1999)*
John Engler, Michigan (R)
Jim Geringer, Wyoming (R)
James B. Hunt, Jr., North Carolina (D)
Frank Keating, Oklahoma (R)
Frank O'Bannon, Indiana (D)
Tommy G. Thompson, Wisconsin (R)
Cecil H. Underwood, West Virginia (R)

Members of the Administration

Richard W. Riley, Secretary, U.S. Department of Education (D)
Michael Cohen, Assistant Secretary, Office of Elementary and Secondary Education, U.S. Department of Education (D)

Members of Congress

Sen. Jeff Bingaman, New Mexico (D)
Rep. William F. Goodling, Pennsylvania (R)
Sen. Jim Jeffords, Vermont (R)
Rep. Matthew G. Martinez, California (D)

State Legislators

Rep. G. Spencer Coggs, Wisconsin (D)
Rep. Mary Lou Cowlishaw, Illinois (R)
Rep. Douglas R. Jones, Idaho (R)
Sen. Stephen Stoll, Missouri (D)

National Education Goals Panel Staff

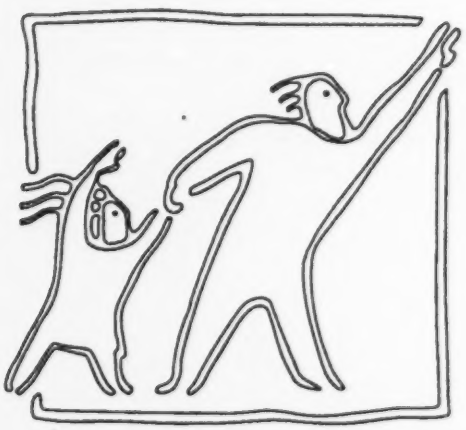
Ken Nelson, Executive Director

Building on the Momentum...

PROCEEDINGS

from the

10th Anniversary Celebration



of the

National Education Goals Panel

DECEMBER 1-2, 1999

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Harriet Tyson-Bernstein wrote these proceedings for the National Education Goals Panel. Photographs by David Hathcox. Editorial assistance and design by KSA Group, Inc.

The Honorable Paul E. Patton

In 1989, President George Bush and the nation's governors agreed to develop a set of National Education Goals for America and later established the National Education Goals Panel (NEGP) to monitor state and national progress toward achieving those Goals. The NEGP recently celebrated the 10th Anniversary of that initiative during a two-day event by honoring those who led that effort and by taking stock of what has been accomplished over the past decade. These proceedings summarize the themes and events of the 10th anniversary celebration. Since the events focused largely on the most important issues facing education in the decades ahead and how best to address them, these proceedings may be of interest both to participants and to those who were unable to attend the events.

The proceedings are divided into sections. The first section summarizes significant themes and issues raised over the two days. The second section is a synopsis of discussions that took place during the events, which included:

- The *Building on the Momentum* conference presentations;
- The awards and recognition dinner, which featured a video, state awards, recognition of Presidents Bush and Clinton, and discussion among former chairs;
- The National Education Goals Panel meeting, during which participants discussed future actions and data reporting; and
- The National Education Goals Panel Press Conference, at which the NEGP characterized the accomplishments of the past decade and released the *1999 Goals Report* and action statement.

The final section of this report is a brief summary of participants' thoughts on what will be the big issues facing education in the decade ahead — issues of concern to the NEGP and the other organizations who will lead education improvement efforts during the decades to come.

In addition to the release of the *1999 Goals Report*, three related publications were released and made available free of charge from the NEGP on December 1. The first publication, entitled *The Road to Charlottesville: The 1989 Education Summit*, is a history of events leading up to the creation of the National Education Goals. The second, entitled *National Education Goals Panel: Building on*

Gov. Paul Patton (D-Ky.), 1999 Chairman, National Education Goals Panel

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the Momentum is a booklet of 14 essays by prominent educators on the next set of big education issues and how best to address them. The third, entitled *National Education Goals: Lessons Learned, Challenges Ahead,* is a summary of nine analyses by distinguished NEGP advisors examining data trends and education accomplishments in each specific Goal area. Each of these publications may be viewed or downloaded from the NEGP's Web site at www.negp.gov, and, along with a 15-minute video featuring comments by Presidents Bush and Clinton and governors who have chaired the NEGP, may be ordered by e-mailing negp@ed.gov.

Finally, the NEGP would like to thank the Institute for Educational Leadership for co-sponsoring these events, and commend the corporations and foundations that made the dinner and publications possible. The members of the NEGP also join me in expressing our appreciation to:

- Ashland Inc.
- Bank of America
- Bell Atlantic
- BellSouth Corporation
- Ed Donley
- Glaxo Wellcome Inc.
- John S. & James L. Knight Foundation
- Lockheed Martin Corporation
- Nortel Networks
- State Farm Insurance Companies
- United Parcel Service

The National Education Goals are as important today as they were when they were first established. The Goals have worked, and progress toward them is clear. I hope you, the NEGP's partners in reform, find these proceedings useful as you plan your own efforts to improve education in the decades ahead.

Sincerely,

Paul E. Patton
Chairman (1999)
National Education Goals Panel
and Governor of Kentucky

A "Seismic Shift"

Members of the National Education Goals Panel (NEGP), invited speakers and authors of commissioned essays are unanimous in the belief that the very existence of the eight Goals has produced a "seismic shift," or a "sea change," in how Americans think about schools and school reform. After only a decade, judgments about school quality no longer rest on facts about funding, facilities or compliance with regulations, but on data about whether students have met increasingly rigorous academic standards as measured by increasingly challenging tests. In short, there has been an orientation of national attention toward results rather than intentions, and toward accountability rather than excuses. The Goals fashioned by the governors and President George Bush in 1989 have functioned as a North Star, pulling the education system and the public toward higher academic expectations for all students and accountability for all involved in the school enterprise. And even though the nation has a long way to go in closing the achievement gap between majority and minority students and between rich and poor students, there is a consensus that providing educational excellence to only 20 percent of the student population — which has been a tolerable outcome in the past — is no longer acceptable.

Lauren Resnick, an advisor from the University of Pittsburgh, said that the NEGP has been a major force in stimulating the development of academic standards, and praised the NEGP for "perceiving the external world at that moment, framing the issues, and bringing legitimacy on a bipartisan basis to this notion that you need to define what to do and where to go." Sharon Lynn Kagan, an advisor from Yale University, cited the development of Goal 1 — Ready to Learn — as an example of the NEGP's influential role in framing issues that previously had been discussed only within the confines of professional groups. In 1989, political and professional leaders knew that a healthy prenatal environment, nutrition and cognitive development were vitally important to young children. But at the time, these leaders lacked a handy definition of readiness and had virtually no data to measure the nation's capacity to raise its children. The Goal itself stimulated early childhood educators and health providers to develop a practical definition and credible surrogate measures of readiness.

Nevertheless, several speakers at the meeting noted that the philosophical conversion from "business as usual" to serious academic

> "The NEGP represents the leaders that can actually do something about the problem. It's bipartisan."
>
> — Tommy G. Thompson
> Governor of Wisconsin

standards, standards-based testing and useful data collection has been spotty. Some states have not yet completed the process of defining standards in all four core subject areas; most have not developed tests that are aligned with their standards. Some states still have vague standards and use norm-referenced tests, which by their nature do not measure whether students have met a predetermined level of performance and do not permit meaningful state-by-state comparisons. Some states have chosen not to participate in the National Assessment of Educational Progress (NAEP), making it impossible to compare the effectiveness of reform efforts in those states against national and international standards of achievement.

The more optimistic participants emphasized the progress that has been made toward reaching the Goals. The NEGP gave awards to states that either had made remarkable improvement or shown outstanding performance during the decade since the Goals were established. Other voices, however, reminded the participants that the nation has not yet reached the Goals set for the year 2000. Representatives of the media at the December 2 press conference also focused on the failure to reach the Goals. One reporter asked about the slippage on Goal 7 — Safe, Disciplined, and Alcohol- and Drug-Free Schools.

U.S. Rep. William Goodling (R-Pa.), Chairman, House Education and Workforce Committee

To the leaders at the Charlottesville Summit, 10 years seemed like a strategic timeframe to set for reaching those ambitious Goals. In the last few years, policymakers and educators discovered how hard it is to turn around the giant, slow-moving ship of American education. Institutional obstacles to reform are deeply rooted, and the public's expectations for what students (especially poor and minority students) should be able to master are inching upward too slowly. The threat or reality of sanctions (e.g., adverse personnel actions, school reconstitution, retention in grade, or denial of diplomas) for failure to meet standards has caused many teachers, parents and politicians to question the fairness of school reform and demand a slower pace of change, even as they overwhelmingly support the *concept* of Goals, standards and accountability.

The Urgency of Maintaining the Momentum

Virtually all participants said that maintaining the momentum of standards-based reform will require extraordinary effort for as long as it takes to reach the Goals. A sense of urgency permeated all discussions: urgency about building the public's understanding

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and patience when their children do not meet promotion or graduation standards; urgency about creating a capacity for prompt, dependable interventions with students who are slipping behind; and urgency about preparing, recruiting, developing and retaining a teaching force that knows how to teach to the higher standards. A number of speakers urged advocates to step up the pace of reform, with the intention of preparing the entire citizenry for the rigors of global competition. If the current push for change fails to show real results, they warned, the standards movement might go the way of previous, short-lived reform efforts.

Thus, participants and essay authors turned their attention to issues they perceive to be impeding progress toward the Goals, and to strategies they believe will speed up the pace of change before the public and policymakers become disenchanted.

The Quality of Teaching and Teaching Materials

No issue commanded more attention at the conference than the capacity of teachers to help their students meet standards. Several contributors cited evidence that teachers are not prepared — and know that they are not prepared — to teach more rigorous content or help hard-to-teach students succeed. Some called for "dramatic improvements in preservice training," for "massive investment in teacher development" and for changes in licensing requirements. Diane Ravitch noted that nearly half of all teachers major in education; therefore, much staff development time is spent remedying teachers' deficiencies in content knowledge. She advocated requiring all prospective secondary school teachers to pass rigorous tests in the subject matter they are going to teach.

Richard Elmore said that principals are unprepared to lead faculties to higher levels of achievement. He called for the creation of "the leadership to bring requisite professional development to teachers." In that effort, we are, he said, "half an inch above ground zero."

Others approached the problem of teacher capacity and quality in other ways, calling for competitive salaries as a way to attract talented people to teaching, keep them in the field, and increase public respect for teachers and teaching. Hugh Price of the National Urban League advocated higher pay, but only if teachers were to give up the protections of tenure and seniority, which he believes have gotten in the way of making decisions in the best interests of children. Other speakers condemned the nearly universal practice of assigning the least experienced teachers to the most difficult schools, pointing out that this practice short-changes the most vulnerable students.

On the matter of whether federal funds should be targeted toward lowering class size or toward teacher development programs, there was a division of opinion. U.S. Rep. William Goodling thought that schools and school districts should have the flexibility to

decide for themselves how to allocate the funds. Others spoke to the need to give children in the early grades, as well as poor and minority children, more personal attention by providing their teachers with smaller classes. Sandra Feldman said that in the United States — the wealthiest nation in the world — schools should not have to choose between class size reduction and in-service training. Both are crucial.

Assistant Secretary of Education Michael Cohen defined effective staff development as ongoing, focused on content and concerned with the practicalities of how to teach particular content to particular children. Other speakers cited the traditional obstacles to producing that kind of staff development: not enough knowledge about what works, not enough money dedicated specifically to development programs, not enough attention paid to the principal's critical role as instructional leader and the substandard content knowledge that many teachers bring to the job. Denis Doyle argued that case studies of successful teaching practice are powerful tools for improving the quality of teaching because they show teachers what good practice and acceptable outcomes look like.

Several participants also cited the poor quality of textbooks and other instructional materials as factors to be reckoned with by school reformers. Many existing textbooks do not reflect the heightened standards of the current era. If we are to achieve the Goals, teaching materials will need to be improved dramatically.

The Motivating Power — and Frustrating Lack — of Data on Student Performance

No participant questioned that accurate, fair, comparable and timely data are a major force in education reform, and several speakers praised the NEGP for its role in instigating more and better data collection. Governors and former governors were emphatic about the extent to which they themselves were motivated to improve education in their state by the annual publication of Goals data. Comparative — and competitive — state data on key indicators of progress may spur low-performing states into action, exploring how more successful states got their results and making necessary changes in policy, management, and resources.

A Hunger for Fine-Grained Data on Student Achievement

At the same time, NEGP members were especially frustrated by the lack of data on teachers, schools, and school districts that are producing steady or outstanding improvement — data that could inform the improvement of practice and the refinement of policy in their own states. The governors' passionate wish for a central collection point for comprehensive national student achievement data was matched by their awareness of the political difficulty of expanding the federal government's role in data collection. It was noted that even state-by-state NAEP performance data are

incomplete because some states choose not to participate. And although many states test their students frequently, and while some may be able to track the data by school and by student, testing programs differ among the states, and therefore the results cannot be compared. Some states still prefer their own definitions of progress indicators (e.g., the definition of a dropout), thus excluding themselves from comparisons with the group of states that has agreed on a common definition.

Since the NEGP relies on the federal government's National Center for Education Statistics (NCES) for most of its data, and since NCES currently is not authorized to collect data on all students, or even to sample for the purpose of interstate comparisons in states that do not wish to participate, a change in political will would be needed to supply the governors and state education policymakers with the data to step up the reform movement. When questioned about whether a bill authorizing the collection of all-student achievement data would win congressional support, NEGP members expressed doubt. In the meantime, NEGP members urged the NEGP staff to increase their efforts to promote common definitions and common testing protocols among the states.

The Frustrations of Outdated Data

Speakers from business and state governments expressed frustration with the lack of timely data on education, compared with the data available on business and industry. Bob Wehling of Procter & Gamble talked about the daily feedback provided by Wall Street and the motivating effects that quarterly reports have on how well his company is meeting its goals. By contrast, data on education are collected only annually — at best — and more typically, every four or more years. As a result, few teachers, principals, or board members know how they are doing on a regular basis.

Gov. James Hunt, Jr., pointed out that the NEGP's 1999 data on school safety, which show a worsening situation in this area, were collected in 1995, long before the schools and the nation were galvanized into action on school safety by recent, highly publicized school shootings. He surmised that a 1998–99 survey would have shown progress on school safety, much as federal crime statistics reported this year showed a national decline in violent crimes.

John Barth, NEGP senior staff member, pointed out that on teacher education and professional development — an issue that has risen to the top of the reform agenda — NCES collects data only every seven to 10 years. "Totally inadequate," said Barth.

A number of presenters urged the NEGP to "push the political levers" so that Congress authorizes NCES to collect Goals-related data more frequently and appropriates the necessary funds to make that happen.

NEGP Executive Director Ken Nelson summarized the current state of affairs on the scope and frequency of education data in the United States:

"You can track your stocks because you have common definitions, common metrics,

and common measurements that translate to you, to a stockholder anywhere. The only national measurement [of student achievement] we have, which is what you need if you want comparability from state to state and district to district, is the National Assessment of Educational Progress, which by design samples only on a matrix basis and cannot give you information at the district or school building level. The only data we have right now are on those states that voluntarily choose to participate in NAEP. We have no tool right now that can get us down to the individual school building, classroom, or individual student level and give you a common measurement across 15,000 school districts and 100,000 schools. It doesn't exist."

Emily Wurtz, NEGP senior education associate, offered the frustrated governors a ray of hope for getting the kind of detailed and useful comparisons they seek. She described a recently published case study that probes the reasons for success in Connecticut, where students have made exceptional progress in reading (46 percent are scoring at or above Proficient on NAEP). According to the study, not only does Connecticut participate in NAEP, but its state reading test also uses the NAEP framework (which makes its fourth-, sixth- and eighth-grade test scores nearly comparable to all other states' NAEP results). Connecticut also has constructed and made available for voluntary local use parallel tests for third-, fifth- and seventh-graders. Seven of the 10 most-improved districts in Connecticut chose to use the state's alternate test form; therefore, achievement data were available to them on an annual basis. For those districts, summary data become front-page news every year. The summary data are backed by a CD-ROM, which is sent to the school systems so that each district can get student-level data that are disaggregated by teacher. Each district and school therefore can identify which teachers are doing an outstanding job and which ones need help. To respond to the findings, the state has constructed professional development opportunities that are tied to the test results.

There are no Draconian consequences in Connecticut, said Wurtz. The only consequence is that the summary results are released publicly and that teachers whose students are not achieving well enough are given assistance tailored to their revealed weaknesses.

The ray of hope for frustrated governors, Wurtz implied, is that each state should be encouraged to do more detailed data collection on its own so that all states can collaborate on a NAEP-like plan of state-by-state data gathering and reporting that would provide fine-grained data and exemplary instances, without the necessity for federal involvement.

The Value of Special Analyses

Wehling urged the NEGP to produce more reports that "get behind the data" in places that are making exceptional progress, until such time as comparable, national data on school districts, schools, and students

become available on a frequent basis. One of the best things the NEGP has done, he said, is to commission the RAND study of exceptional progress across the Goals in Texas and North Carolina. The study explores the panoply of factors that account for those states' impressive improvements. "As soon as that report was issued," said Wehling, " I got a plane full of people, and we went and spent a day in North Carolina ... going into schools. We got another plane and another group and went to Texas. Those two visits had a profound impact and helped us move forward." Wehling urged the NEGP to "quadruple" the number of reports analyzing successful examples of state progress.

The same idea was endorsed by Cohen, who conjectured that there must be examples of states or school districts who are doing an outstanding job of, for example, teaching English to non-English speakers, or who have strong programs for students who fail to meet promotion or graduation standards. Programs such as these could be held up as examples, and their achievements could be analyzed for the benefit of all other states and districts.

Money, Time and Governance Change

More Resources — or Better Use of Resources?

Discussions about allocating more resources to education have become increasingly controversial over the last decade. The public and politicians have become disenchanted with the idea that fattening a sluggish and often mediocre system can bring the performance of American students up to world-class standards. Many reformers thought the Goals, together with standards, aligned assessments and real consequences, would be powerful enough to improve the system without any additional funding. However, after a decade of massive, widespread reform efforts have failed to close the gap between rich and poor students, an urgency to speed up the pace of reform has brought discussions of resources, however gingerly, back into play.

Former Gov. Roy Romer (D-Colo.) and Bob Wehling

Many people believe that poor and minority children, as well as young children, require smaller classes in order to get the personal attention they need to meet standards. That type of reform alone has major budget consequences. In addition, some speakers advocated expanded, higher-quality preschool and kindergarten programs and extended-day, after-school, and summer

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learning and enrichment programs, which also would necessitate a significant increase in funding. Anxiety over the fairness of sanctions against failing students who have not been given a proper opportunity to learn has prompted many stakeholders to call for timely intervention programs during the school year and thoughtfully designed summer programs to bring disadvantaged students up to standards. Those programs also would raise the cost of educating our nation's children.

The call for massive investment in teacher development, noted earlier, also has fiscal consequences for both higher education and K–12 schools. Implementing long-proposed reforms in preservice education probably would involve stronger arts and science programs for future teachers, more intensive faculty supervision during practice teaching and internship years, college scholarships, and loan forgiveness programs. K–12 schools would need to fund market-sensitive salary structures and replace the present and widely discredited practice of one-shot professional development workshops with ongoing, content-specific, data-driven ways to enhance teacher capacity.

> "We have to recognize and celebrate the progress but should not for a moment be satisfied, and certainly should not become depressed that we haven't met every Goal. Instead, we should understand that this is a long journey. It takes impatience and perseverance."
>
> — John Engler
> Governor of Michigan

An implicit rebuttal, however, came from a few speakers who noted examples of schools that have found the way, within current resources, to raise minority or poor students to performance levels competitive with those of their middle-class peers. Strong leadership, clear goals, specific standards, a sincere belief that all students can meet the standards, the view that poverty is no excuse, the prod of unflattering data, parent and community involvement, and relief from oppressive regulations were factors contributing to success mentioned by one or more speakers. Diane Ravitch implicitly called for the reallocation of resources when she noted that among advanced nations, only in the United States are half of school employees working in some role other than teaching.

Although the issue was not debated explicitly, it is clear that the context of discussions about resources has changed. A decade ago, educators simply called for more resources, and appropriators tried in vain to find out what the money bought. Now, reformers are discussing what levels of resources are adequate to achieve particular

results, and advocates are calling for more research about what kinds of resources really make a difference.

Governance

"Make every school a charter school," said Price, advancing the belief that schools cannot meet the Goals unless they are freed from "strangling regulations" imposed by politically motivated school boards and bloated local and state bureaucracies. In Price's vision, the superintendent would be more involved with accrediting schools — making sure students were meeting standards — than with managing the system. Similarly, Chester Finn wrote that every school should be "the equivalent of a 'charter school' ... so that those being held accountable for results have greater freedom to attain those results." States, said Finn, should ensure that families have a range of choices among excellent schools. "There's no dynamism in a static system and no incentive for monopolies to change."

Several participants called for a somewhat less radical approach to school governance reform — decentralized authority. David Kearns advocated "devolving responsibility to workers closest to the customer" based on his firsthand experience with streamlining in the private sector. Despite the occasional calls for governance reform, most contributors, although not explicitly defending current governance structures, seemed to imply that their reform suggestions could be implemented within the current system.

Beliefs About What Motivates Teachers and Students

Varying beliefs and unstated assumptions about what really motivates teachers and students suffused discussions of the issues aired at the conference. Although the vast majority seemed to accept the idea that students, teachers, principals, school districts, and states should be held accountable and that there should be consequences for failure, opinions differed about the most effective balance between carrots and sticks.

Carrots and Sticks for Teachers

Beliefs about the effective use of incentives and sanctions clustered into two patterns. One pattern seems to assume that teachers and principals already have the knowledge and skills to achieve the desired results and that those who do not evoke significant progress from their students should suffer professional sanctions — downgraded personnel evaluations, denial of salary increases, transfers to other sites or jobs, dismissal, or school takeover by the district or state. Conversely, those teachers whose students meet or exceed standards should be rewarded with personal cash awards, or their school should receive extra resources. This view focuses on motivating teachers primarily, if not exclusively, with money, competition, fear, and exhortations to try harder.

The other pattern focused on the shame of public disclosure of poor student test results, invocation of teachers' professional pride, and desire to master the skills necessary

to bring all students up to higher standards. Therefore, this view promotes the allocation of more resources to low-performing schools, the assignment of failing teachers to a mentor equipped to address their specific needs, voluntary or mandatory enrollment in summer training programs, or mandatory reassignment to another school. Recognition of outstanding teacher performance might include being designated as a mentor or staff trainer, opportunities to attend professional conferences, or support for applying for National Board Certification. In this gentler view of consequences, data are seen more as a tool for analysis of teaching and policy, rather than as a weapon. Inherent in this view is the belief that teachers are motivated more strongly by the success of their students than by extrinsic punishments and rewards. This view also assumes that teachers who are primarily driven by fear may narrow the curriculum inappropriately to test preparation, and that the consequences of failure should be balanced strategically among educators and students.

The effectiveness of each of these views on consequences will have to be determined carefully. School reformers need to discover a pattern that is both constructive and effective, but that also is ultimately intolerant when children's interests are not being served. They must create for teachers an optimal mix of nurture and pressure, recognition and shame, cooperation and competition, and extrinsic and intrinsic rewards. Given the wide agreement that teacher quality is at the heart of the nation's effort to reach the Goals, striking the right note on accountability and consequences will be a major policy challenge.

Getting Students to Work Hard and Love School

Policies banning social promotion or imposing rigorous graduation standards were not discussed specifically at the conference, but the emerging consequences of these policies came up when a reporter at the press conference asked about places where educators already have eased promotion standards or where state legislators have undercut graduation requirements in response to parental pressure. There were several speakers and writers with ideas about what constitutes fairness in the imposition of sanctions on students who don't make the cut. Nancy Grasmick, state superintendent of schools in Maryland, wrote that the State Department of Education "must institute a comprehensive pre-K–12 intervention program *before* implementing high-stakes performance tests," along with frequent and varied assessments so that all teachers know as soon as possible which students are falling behind — and how to get them back on track. Others forcefully addressed the inherent unfairness of lofty state standards for all students and the lack of clear state policies for the equitable allocation of resources.

Wehling discussed another approach to motivating students, one that usually is ignored in the crush of daily school activities. He observed that "the work we've done to

date has been directed at the adults. It has not penetrated the minds of students. Students need to know what the standards are. They need to internalize the standards so that they can track their own progress through the levels of competence and come to believe they are personally responsible for their own education." He and others have seen firsthand the motivational power of letting the kids in on the big secret of what they are expected to know and be able to do and the limited amount of time they have to meet the Goals.

Hedrick Smith approached the issue of student motivation through international comparisons and the realities of the 21st century workforce. Smith thinks we are losing a good many of our young people because they simply are not interested in traditional academic programs. He thinks our "romance with the four-year college for everyone" is misguided, since most of the jobs in the future will not require a traditional B.A., but other, more specialized forms of training. Other nations, he said, do a far better job of motivating and educating kids who are more interested in skilled trades than in college. Asian and European students often learn more rigorous academic content in their vocational courses than do American students in their academic courses, he and others noted. Such courses are widely available in China, for example, where most students are in high-level vocational courses that include the classics. Unless we educate our at-risk students, our middle-level jobs will fly overseas, Smith warned.

Bipartisanship and Goal Attainment

Current and former NEGP members were unanimous in the view that the NEGP's signature spirit of bipartisan cooperation, intention to avoid polarizing issues, and intense focus on the Goals themselves have been necessary elements in the progress made thus far and will continue to be crucial to the progress that will be made in the future. In a decade, the NEGP has fleshed out the Goals established at the Charlottesville Summit, shifted the terms of the national debate, stimulated standards development in virtually all states, expanded the quantity and quality of available data, encouraged many states to accept common definitions for the purposes of comparable data collection, published and publicized annual reports on Goal attainment, and,

> "The toughest challenge for us and our education system is with the average kids, the kids who are going to be the backbone of the 21st century. If these kids aren't the best in the world, our mid-level jobs will fly overseas."
>
> — Hedrick Smith
> Author, journalist,
> documentary producer

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more recently, commissioned case studies of states that are making exceptional progress.

When asked how the NEGP has avoided divisiveness, John McKernan, Jr., former governor of Maine, replied: "We are run by governors, not Congress." Others noted that the presence of state legislators on the NEGP has enhanced its status as a state-based, rather than federally based, organization. The spirit of competition among the governors has focused their attention on education as never before and led them to seek and share information on how to make education work better for all American children. In an era during which Congress was sometimes overtaken by bitter partisanship and sometimes paralyzed by disagreements over federal education policy, the NEGP provided a bipartisan forum for identifying consensus on how to improve education. Members from across the political spectrum have continued to credit the sincerity of each other's desire to improve education. Against all odds, the NEGP has prodded the nation's schools into the early, painful stages of what promises to be a long, difficult effort to help our students be first in the world.

(left to right) U.S. Rep. Matthew Martinez (D-Calif.) and State Rep. Doug Jones (R-Idaho)

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December 1, JW Marriott Hotel, Salon 1, 1–5 p.m.

After a decade of intense national effort to redirect and reinvent American education, the National Education Goals Panel (NEGP) paused to celebrate what has been accomplished, re-examine its Goals and achievements, and consider what its future should be. The conference began with greetings from Gov. Paul Patton, the 1999 NEGP chairman, who stated that setting the Goals and monitoring progress toward them has proven to be a landmark achievement.

Participants received *National Education Goals Panel: Building on the Momentum*, a collection of essays from leading educators and education policy experts on challenges that the nation, states and communities will confront in their work to improve American education. Participants also received *The Road to Charlottesville: The 1989 Education Summit*, a history of the two turbulent decades in American education leading up to the historic meeting of President George Bush and the governors, and *National Education Goals: Lessons Learned, Challenges Ahead*, a summary of advisors' synthesis papers on data trends, accomplishments and future priorities in the Goal areas. This abundant harvest of facts, ideas, reflections and proposals fed the discussions at the conference. The NEGP released its 1999 annual report and an accompanying data volume the day after the conference and provided grist for the press conference that took place that day.

Gov. Cecil Underwood, a member of the NEGP, then welcomed participants with a vision of the 10th anniversary as a continuation of the Goals that now are widely accepted across the United States, and as a transition to the formidable task of sustaining momentum toward implementation and achievement of the Goals. "We know from the NEGP's annual reports that we've made important progress toward the Goals. We also understand that much remains to be done," he said. The National Education Summit in 1989 and the National Education Goals have wrought a dramatic shift from measuring schools by the money they spend and their compliance with regulations to measuring schools according to educational results. He stressed that the National Education Goals will serve as moving targets, as schools discover how to build continuously on their own individual progress toward the Goals.

Presenters (left to right) Hedrick Smith, Leo Estrada, Sandra Feldman, Diane Ravitch and Hugh Price

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Panel I: What Will be the Big Education Issues for the Next Student Generation?

On the dais, poised to interact with the presenters, were members of the NEGP: State Sen. Stephen Stoll of Missouri (D); Michael Cohen, Assistant Secretary for Elementary and Secondary Education, U.S. Department of Education (D); State Rep. Spencer Coggs of Wisconsin (D); U.S. Sen. Jeff Bingaman of New Mexico (D); U.S. Rep. William Goodling of Pennsylvania (R); Ken Nelson, Executive Director, NEGP; Gov. Paul Patton of Kentucky (D); Gov. Cecil Underwood of West Virginia (R); U.S. Rep. Matthew Martinez of California (D); and State Rep. Douglas Jones of Idaho (R).

> "Tomorrow's big issue is the nation's willingness to erase the disparities in opportunity afforded students in many urban and poor rural school systems in contrast to the opportunity available in wealthier communities. It is the last frontier of the democratic ideal."
>
> — Michael Casserly
> Executive Director
> Council of the Great City Schools

The first panel of presenters included:

- Hedrick Smith, Pulitzer Prize-winning former *New York Times* correspondent, documentary producer and author;
- Leo Estrada, professor of urban planning, University of California — Los Angeles, School of Public Policy, and specialist on demographic trends;
- Sandra Feldman, president of the American Federation of Teachers, widely recognized authority on urban education and advocate for children;
- Hugh Price, president and chief executive officer of the National Urban League and activist in launching the National Commission on Teaching and America's Future; and
- Diane Ravitch, author and research professor of education at New York University, senior fellow and editor of the *Brookings Papers on Education Policy*, member of the National Assessment Governing Board, and former assistant secretary of education in the Bush administration.

Hedrick Smith brought a global perspective to bear on the Goals and standards in the United States. It is risky, he said, for Americans to see themselves as the best in the world, just because our economy is number one. In education, we are not number one. He gave some examples. Students in work training programs in Austria are getting more intensive instruction in physics than students in some of the best high schools in the United States. Ninth-grade biology students in Copenhagen, Denmark, learn material

similar to that taught to 11th- and 12th-grade students at the Bronx High School of Science in New York City. Average big-city high schools in Beijing and Shanghai, China, are better than the best schools in Fairfax County, Virginia, despite high rates of poverty, delinquency and unemployment in Chinese cities. Even Chinese students in vocational programs pursue a rigorous academic program that includes the classics. The students wear uniforms, "but their minds are not uniform; they are poised and self-confident." The offerings in these urban Chinese high schools include highly advanced computers, practicums for architecture students and sophisticated fashion design courses. "These students want to be the best in the world," said Smith.

In Confucian states, said Smith, "education ranks either directly behind defense as the number-two budget priority or ahead of defense as the number-one priority. The spending in most of those countries is tilted heavily toward K–12 education, whereas spending in the United States tends to be tilted much more toward higher education." These budgetary priorities in China, said Smith, reflect deeply inbred attitudes about the importance of education, which even uneducated parents dutifully pass on to their children.

"We are the only advanced society in which there is a significant public debate over whether or not the public education system can work and should work ... and where it is politically attractive for some politicians to bash the public education system. Across the globe, nobody else debates whether or not a public education system is the core of the education of its next generation."

Smith is impressed by the commitment in most other countries to educate *all* children — including minorities, delinquents and recent immigrants. German schools, for example, have immigrant children from Rumania, Lebanon, Greece, Turkey, Serbia and Croatia, many of whom don't speak German as their native language. Yet Germany is working very hard to integrate these kids into its education system by dedicating resources to reach every student, and by emphasizing excitement about and participation in learning — not just focusing on right answers.

"The challenge is global," said Smith, and therefore the benchmark for student achievement in the United States should be based on international standards, rather than on state or local standards. Our greatest challenge is to educate the average student — America's "forgotten half" — and see them not as at-risk kids but as disenchanted kids. The American belief in the four-year college for everybody is out of touch with the needs and interests of much of the student population and out of touch with the reality that 70 percent of 21st century jobs will not require a B.A. "The United States must design vocational courses that are academically rigorous, that include apprenticeship programs and that train people to think," he asserted.

"Unless our mid-level kids can compete with students in other countries, the mid-level jobs will go elsewhere in the world." Not only factory jobs, he said, but "all kinds of

white-collar jobs, whether it's software work going to Pakistan and India, whether it's the processing of insurance claims or airline tickets going to Ireland or Jamaica. All kinds of work could be sent abroad."

Smith concluded that we must create a consensus that education is our number-one or number-two priority; that we need to educate different children in different ways; and that to achieve long-term success, we must mobilize resources, respect teachers and excite students.

U.S. Sen. Jeff Bingaman (D-N.M.)

Leo Estrada sketched a demographic picture of what American students will look like in the coming few decades. Although our national birth rate is declining, the United States is still the only large advanced country with a population that will grow in the near future. Our population will increase by approximately 2.5 million per year, and 40 percent of that increase will be due to immigration. Ninety-five percent of that growth will be concentrated in 17 states, and by 2020, the Hispanic population in the United States will have doubled.

The composition of the U.S. population is going to change. The white population in 2000 probably will be about 72 percent, down from 75 percent in the last census. But even though whites as a whole comprise nearly three-quarters of the total population, they make up only about 60 percent of school-age children. By 2015, the total white population will be down to 66 percent, and at that point, more than 50 percent of all school-age children will be nonwhite. By the time we get to the year 2030, the white population in the United States will drop to about 60 percent, and the white population in the schools will drop even further.

The class of 2012, which has already been born, will have a higher percentage of Latino and black children than previous classes. That increased percentage will be higher in the elementary school years but relatively smaller during the teenage years because of the higher dropout rate in the black and Latino groups.

Estrada noted that the education system has become complacent about high Latino dropout rates. Many Latinos drop out at age 16 and 17, but age 18 is the "key moment when we lose them from the system." He stressed that today's children are our future, and therefore the Goals we've established need to be adjusted, adapted and made to work for the distinctive populations among our children.

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Sandra Feldman said the three top priorities for the coming decade should be (1) to keep standards-based reform moving, (2) to enhance teacher quality and (3) to educate everybody.

The greatest potential pitfall, said Feldman, is high-stakes testing, where there is a mismatch between the standards and the needs of students. A recent American Federation of Teachers poll showed that teachers and principals overwhelmingly support standards-based reform. At the same time, half of those polled say that the preoccupation with standards and test scores is narrowing the curriculum, leaving out subjects such as art, music and civics. The poll also showed that teachers want more time for curriculum development and planning, because they feel unprepared to teach to the new standards. "Those who are serious about teacher quality must support market-sensitive salaries and strong professional development in content knowledge, content pedagogy and child development," said Feldman. Schools must create an atmosphere where teachers are not afraid to ask for help when they need it.

"We have chronically short-changed our poorest kids," she said. "There are schools in the poorest neighborhoods that are working well. They are doing it by wringing every ounce of energy out of the staff and by giving up extras." Nevertheless, too many children are falling through the cracks. To address the needs of poor and struggling children, Feldman listed measures that would have a positive impact:

1. expand the Earned Income Tax Credit;
2. make sure all kids and their families get health care;
3. improve the quality of preschool education and conduct full-day kindergarten;
4. ensure smaller class sizes in the lower grades and for disadvantaged children; and
5. create a system of ongoing, just-in-time intervention.

We are making progress on the standards, Feldman concluded, but we have to educate the public about what to expect when kids don't do well on tougher tests the first or second time they are given. Unless the public understands, there will be a backlash against standards. Finally, we need to reaffirm the idea that education is still the best way out of poverty.

> "We've got to do better at educating all of our children, especially our poorest children, to these high standards. We should not allow [a] child to fall behind."
>
> — Sandra Feldman
> President
> American Federation of Teachers

Hugh Price applauded the NEGP for keeping a laser-like focus on student achievement and noted that we are seeing progress, not only in academics but also in declining teen pregnancy and teen unemployment rates. Eighty-five percent of African-American students now are completing high school — the same rate as for white students. "So our young people are committed to running the race," he said. But there is a debacle waiting to happen, said Price, if, as currently predicted, some 40 percent to 60 percent of American students are unable to graduate from high school over the next few years, and if the nation does not feel the urgency of investing in these kids so they can meet the standards. Speaking for the National Urban League, Price said, "we will lead the effort to suspend the standards" unless there is a credible effort to give poor kids equal opportunities to succeed. To do that, "we must invest in teacher education and development."

Although it is clear that poor children can meet standards if they are given the same quality of education as middle-class students, Price observed that schools are "still stuck in the old modalities, where it was acceptable to educate only 20 percent of students." Racism and elitism are still deeply embedded in the schools. There is widespread tracking in the early grades, which dooms the children in the low tracks to an education that will not prepare them to meet standards. There also is a sharp gap between rich and poor students in terms of access to Advanced Placement classes.

"The military knows how to educate people," said Price. "In six months, they can equip people to pass the GED. We need to learn from the military and from highly successful schools." Also, states need to assume more responsibility for the disparities in resources and outcomes among school districts. "It is not acceptable for states to promote lofty standards while tolerating lousy schools. Education is not a local issue."

Price advanced some strong remedies for the education system's current woes:

1. "Charterize" all schools so that they spend more time figuring out how to educate their children and less time fighting a repressive bureaucracy, but then hold them much more strictly accountable for results.
2. Pay teachers competitive salaries, but shed the protections of seniority and tenure, which have discouraged schools from making decisions in the best interests of students.

> "We have to invest in professional development and attack the insidious problem of early tracking of young people out of challenging academic courses aligned with standards."
>
> — Hugh Price
> President and CEO
> National Urban League

3. Make the superintendency more of an accrediting function than an operating agency, and diminish the role of local school boards, who have tended to focus more on contracts than on education.

Diane Ravitch noted that we have not yet reached any of the eight Goals, although we are closer to meeting Goal 2 — School Completion — than any other Goal. She urged the NEGP to stay focused on standards and accountability and noted the emergence of a public backlash, because so many students are far from meeting tougher graduation requirements. She urged the states to "measure what counts," especially whether — and how much — additional resources increase achievement.

Bringing her historian's eye to the current moment, Ravitch recalled that "we did have real problems in the early 1980s, and we are making real progress." She compared actual high school graduation requirements in 1982 with those recommended in *A Nation at Risk* in 1983: In 1982, only 14 percent of students had taken four years of English and three years each of mathematics, science and social studies. By 1994, 50 percent of students were taking that program. In 1982, only 9 percent had taken an academic curriculum. By 1994, 39 percent were taking an academic curriculum. "Do these changes make a difference?" she asked. "Yes," she answered. "Academic progress is a function of exposure to challenging curriculum." Ravitch noted, however, that many states still have vague academic standards and still give norm-referenced tests that do not measure whether a student has met a defined standard. Also, Ravitch deplored the fact that only half of teachers have education degrees. "We must constantly prod the system to do better," she concluded.

Presenters (left to right) Richard Elmore, Sharon Lynn Kagan, Denis Doyle and Bob Wehling

Panel members Bingaman, Cohen, Goodling and Martinez then asked questions of the five presenters.

Panel II: How Can the Goals and the National Education Goals Panel Best Add Future Value?

The second panel, addressing the future roles and purposes of the National Education Goals Panel (NEGP), included:

1. Richard Elmore, professor of education at Harvard University and an expert on the effects of federal, state and local education policy on schools and classrooms. He is a member of the National Academy of Sciences' Commission on Behavioral and Social Sciences and

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Education, as well as its Board on Testing and Assessment.

2. Sharon Lynn Kagan, senior associate at Yale University's Bush Center on Child Development and Social Policy, president of the National Association for the Education of Young Children, and a widely recognized expert on the care and education of young children and their families.
3. Denis Doyle, chairman of SchoolNet, founder of Doyle Associates, and senior fellow at the Hudson Institute. He is the author (with Susan Pimentel) of *Raising the Standard*, a how-to book for schools interested in standards-based reform, and host of *Report Card*, a weekly one-hour education program produced by Radio America.
4. Bob Wehling, global marketing, consumer and market knowledge, and government relations officer for Procter & Gamble; a director on the National Board for Professional Teaching Standards; member of the Business Roundtable's Education Task Force Working Group; member of the NEGP's Task Force on the Future of the Goals; and Cincinnati delegate to the President's Summit for America's Future.

Richard Elmore first listed the accomplishments of the NEGP, highlighting the monitoring of Goals at the national level. Prior to the Charlottesville Summit, he said, "I think public policymakers ... saw education fundamentally as an issue of local control. Our collective results in education were the consequence of forces much like the weather — things over which we had very little control."

There is a remarkable consensus in this country on the importance of having Goals for education, on the importance of academic performance for all children, [although] we've done our best to conceal this and demonstrate how fractious we are politically. "Prior to Charlottesville, the existence of data on every school would have been considered an outright violation of local control." He listed remarkable changes across the education landscape:

1. every state now has data on every school;
2. almost all states have standards in some area;
3. most states have integrated standards across curricula; and
4. the idea that schools should have to meet standards was unheard of 15 years ago.

> "The NEGP has served as a model of how to construct a bipartisan institution, represent diverse constituencies and serve as a forum for public debate."
>
> — Richard Elmore
> Professor of Education
> Harvard University

These changes, said Elmore, have brought the U.S. education system up to where most of the industrial world was soon after World War II.

The unfinished agenda, though, is vast and challenging. The first issue to tackle is the question of capacity. There is evidence that teachers and principals don't know how to do what they now are required to do. "Many kids cannot read the tests at a level required even to engage the content, much less pass the test. We are teaching higher-level content without having taught reading." Elmore urged the NEGP to stimulate opinion leaders in states and localities to focus on the reading problem, which begins with an admission that the knowledge required to solve the problem doesn't currently exist and that solving the problem will require a huge investment in human talent.

Also, said Elmore, we have a huge accountability problem. The stakes are high, but they have been put on the students before being put on the adults in the organization.

"Until you can walk into the average classroom in the average school and see that the quality of content delivered there is something close to what the average student would require in order to achieve mastery on the performance standards, it is highly unlikely that you will accomplish much by holding students accountable for not acquiring the knowledge." The kids, he said, are caught between accountability and incompetence. "We desperately need some principles to guide the design and implementation of the standards effort."

Sharon Lynn Kagan recalled that 10 years ago, "many early childhood educators felt that the NEGP efforts were slightly akin to a Wall Street takeover of early childhood education by both the educational and political enterprises. It has been the NEGP's political neutrality; the objective nature of its technical work; and its ability to transcend very different, and in some cases, highly contentious sectors, that has made the 1990s a very productive decade for Goal 1," she said.

The NEGP put readiness for school on the nation's education agenda. Under its aegis, scholars and practitioners produced the nation's first widely accepted definition of readiness and developed handbooks to educate parents and principals on readiness and other publications to help schools evaluate young children. "I would suggest to you that the NEGP, as far as Goal 1 is concerned, stands as the single most unifying entity for young children in the nation. That is not an insignificant accomplishment by anyone's measure."

In the next 10 years, Kagan continued, the NEGP's agenda must transcend the original charge merely to monitor. The NEGP should develop standards for very young children and encourage all early childhood settings to help achieve readiness.

The unique value of the NEGP is to be out in front using data to frame issues, said Kagan. She warned against narrowing the vision or mission of the NEGP. The existing Goals are necessary to create hopes, dreams and opportunity. In conclusion, she asked the NEGP to think flexibly, to think far and deep,

and to think about a "fabulous future." "Who else is suitably fit to do this?" she asked.

Denis Doyle asserted that "the lifeblood of school improvement is data, and it is the task of reform advocates to transform data into knowledge and knowledge into wisdom. Otherwise, education reform is a dry enterprise altogether. The standards must be set. They must be met. There must be consequences for them, consequences for failing to meet them and rewards for meeting them. Accolades are appropriate when someone does the job right. But the standards must go much deeper and be more meaningful than simply distinguishing between "pass" and "fail." There have to be institutional consequences, not merely consequences for students. And there have to be ways to measure the impact these consequences have. During the first 150 years of American education, we held time constant and let outcomes vary. Now we must hold outcomes constant and let time vary."

Doyle urged the NEGP to teach schools how to use data strategically and practically. Schools need to be convinced through case studies that data are useful, and must see case studies as opportunities to improve.

Bob Wehling urged the NEGP to issue more reports on states that are making progress, similar to the reports it issued on North Carolina and Texas, and to report progress to schools and the public on a more regular basis.

Wehling suggested new roles for the NEGP, including helping the nation move toward demonstrations of mastery. "C-level work doesn't cut it," he said. He also urged the NEGP to develop an "army" to promulgate the Goals, perhaps using the 10,000 teachers who soon will have achieved National Board Certification.

In addition, Wehling said that the NEGP's work thus far has been directed too narrowly at adults. Students need to know what the standards are and how long they have to achieve them. Children must feel responsible for their own education. To accomplish this transformation, he suggested that the NEGP enlist associations to go into schools and help students understand what is expected of them. Also, he said, the nation needs to make a major investment in professional development to give teachers a broad repertoire of teaching strategies.

Coggs asked why there is not more interactive teacher training. Wehling replied that the urgency of building maintenance often trumps professional development plans. Stoll said the NEGP should continue its current course of reform — promoting what works, using data and diagnoses of test results, and helping the system know what good professional development looks like. "A lot will depend on the quality of teacher education programs."

Doyle concurred, saying that the standards movement is not a "reform *du jour*." Assessment must become an element of instruction, not an instrument of shame and humiliation. Assessment is an empty exercise, he said, unless test results are usable immediately.

Elmore stressed the need to give administrators the ability to demand information as a method of improvement, and the knowledge of how to keep the supply of information coming. "You have to put incentives in place to demand information and develop the practical art of teaching so teachers know how to do their jobs better."

State Rep. G. Spencer Coggs (D-Wis.)

Wehling saw the need to improve teacher licensing significantly if the Goals are to be attained.

Martinez asked the panelists how the NEGP can educate the public about school improvement. Kagan said there is no substitute for devoting resources to broad-based dissemination of knowledge. The transferability of knowledge will differ from Goal to Goal, because the contexts differ.

As an example of the difficulties involved with educating the public, Martinez noted that it is still hard to get people to apply for the Children's Health Insurance Program. He sees a great need to advertise the flexibility of the new Teacher Empowerment Act so that school districts will know it is permissible for them to use some of the federal funds for staff development.

Elmore pointed out that you don't have problems with dissemination in places that are fighting for their lives. "You have to create incentives to want the information."

Martinez said that the great debate in the House Education Committee is over local control. He noted that while local school board members have control, they may not have the expertise to know which superintendent to hire. "If the locals knew best, we never would have had Title I or Bilingual Education. The federal government and the NEGP are trying to exercise leadership while the local board clings to local control."

Cohen said that the RAND Corporation report on Texas and North Carolina, which explored the causes of notable increases in reading and math test scores in both states, was the "best thing we have done. There must be dozens of other Texas and North Carolina-like situations." He noted that the NEGP doesn't have the resources to engage in mass dissemination, but it can look at places that are doing a good job on crucial tasks. For example, who is doing a good job educating limited-English speakers? How about places that won't graduate kids that don't meet the standards? Are there places that are doing a good job on college admissions?

From the floor, State Sen. John Huppenthal of Arizona rose to support Wehling's point that students, as well as teachers and parents, need to know what the standards are and how long they have to meet them.

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December 1, JW Marriott Hotel, Capitol Ballroom, 6–9 p.m.

Remarks by Gov. Paul E. Patton

"Ten years ago, for only the third time in history, the president met with the governors — this time, on the subject of education," Patton began. The bipartisan consensus that was achieved at that meeting in Charlottesville produced the National Education Goals, which have created a seismic shift in the nation's education discussion. We have many miles left to travel, said Patton. But education is the most important function of a society. "If just one generation failed to pass on the accumulated knowledge of civilization, our society would never be the same." He then introduced a video.

10th Anniversary Video — The National Education Goals Panel: A Decade of Progress, a Vision for the Future

The videotape features scenes of President George Bush at the Charlottesville Summit and comments by President Bill Clinton and the governors who have chaired the National Education Goals Panel (NEGP), helping to frame the Goals and chart the course of the NEGP over the past decade.

President Clinton opens the video with a memory of staying up until 2:00 a.m. at the Boar's Head Inn in Charlottesville negotiating a joint statement that "sealed the partnership between the states and the federal government on education reform." Co-authors of the statement were Gov. Terry Branstad, who then was head of the National Governors' Association (NGA); former Gov. Carroll Campbell, who, with Clinton, was co-chair of the NGA's Education Committee; and Roger Porter from the White House

President Bush then appears on the screen, speaking on the eve of the Charlottesville Summit: "I'm going down there to listen and to work with the governors, not to try to impose an agenda from here." Gov. James Hunt, Jr., reflected that Bush's long-range goal in 1989 was to get the governors to focus on the right things. Gov. John Engler observed: "He put his finger right on America's greatest challenge." Former Gov. Ben Nelson credited Bush with energizing the governors to be involved "in this great partnership." Campbell recalled that "we had Democrats and Republicans, and we had people from the White House, but everybody seemed to be on the same wavelength. We weren't talking politics; we were talking kids, education and opportunities." Gov. Cecil Underwood observed that the NEGP was created to give us a focus and set Goals that were defined clearly and that could be measured. Former Gov. Roy Romer said the main accomplishment was to say to the American people, "We have to do this if we're going to be competitive in a global society that has a lot of competition in it for skills." Former Gov. John McKernan, Jr., noted: "As we start the second decade, we have to realize that education is perhaps even more important than it was when President Bush had the wisdom to call the Summit with the nation's governors."

On the Bipartisan Nature of the Effort and Its Consequences

Underwood said that the NEGP has more than one advantage in making progress in education reform. "Its bipartisan nature is crucial and certainly essential to any progress we make, because we cannot let partisan philosophical disagreements interfere with the learning process." Campbell agreed, saying, "Education is not a partisan issue. We're talking about children, about the future of our country, and there is nothing there to disagree about on a partisan basis."

On the Staying Power of the National Education Goals

Hunt said that education reform has a staying power beyond any we expected 10 or 15 years ago because people care deeply about their children and about the future of our economy and our workforce. McKernan said that the reason education reform has such staying power is that everything in American society has changed except the importance we place on education. Romer said that the public has stayed with the issue because they understand its fundamental importance, "but in my judgment, it still has not been raised to the level of importance that it ought to be."

On Accountability

Engler gave the National Education Goals credit for getting the public serious about accountability. "When they look at the $300 billion spent annually on K–12 education, they ought to be asking hard questions about what the money is buying." Romer said, "We are not doing a poorer job in education than we were 10, 20 or 30 years ago. What has changed is the level of skill that we all need now to enter the workforce, and the best way to get those skills is to be very clear about what standards are, to have good assessments and then to hold people accountable — the children, the parents, the school and the system."

On the Relationship Between Data and Accountability

McKernan recalled that when the National Education Goals were established, "the first thing we discovered was that we actually did not have anywhere near the data we needed as a country to know how were performing on the Goals." Engler observed that in each of the states and across the nation, we know how our schools are doing

(left to right) Gov. Cecil Underwood (R-W.Va.) with U.S. Secretary of Education Richard Riley

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in basketball and football. We know where we rank in the league. "When we get to the point where we understand where we rank in science and math and reading and writing, we'll have a great breakthrough." In Michigan, he said, "I've had the opportunity since 1991 to set goals and to develop a report card for each school so that the parent — the consumer — has a lot more information."

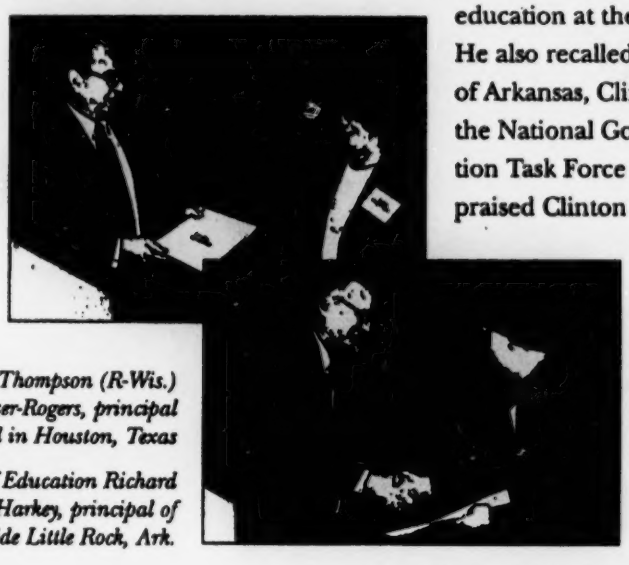
On the Significance of the Goals

Nelson said the Goals have helped the governors, chief state school officers and all others who are involved in education to know what needs to be done to have a world-class education system. Romer said that the Goals had pushed Colorado into standards-based education. "The citizens did it. Then we took the standards and began to get tests that were aligned to the standards." Campbell said that South Carolina focused first on strengthening the lower grades. We have created a step ladder for reaching ever-higher performance levels. Each step is going to be a little harder, but we have put the challenge out there to take the next steps. Hunt said that North Carolina has made a lot of progress in recent years, even though it is still below a lot of states in actual performance. Because of the National Education Goals, "we want to be in competition with the whole nation — in fact, with the world. The Goals have had such a positive effect on getting us to do better." Underwood said that the NEGP's impact on West Virginia has been "rather significant." "We began to focus on education in a very serious way, applying technology at the beginning of the 1990s; as a consequence, we have the highest level of business and industry support for education that I've seen in my lifetime." McKernan said that Maine had one of the highest graduation rates in the country when the Goals were established, "but we didn't have a lot of people going on to postsecondary education." That's why we looked at what every child needed to know and be able to do when they got out of high school. "We wanted to make sure that every child going through our schools got the education that they needed to move on to postsecondary education."

On the Next Big Issues in Education

The panelists were invited to say briefly what they thought would matter most in education reform over the next decade. Campbell said the most important thing would be to excite students about learning so that they know they are improving every day. Nelson said partnerships between communities and educators would be essential to delivering a quality education. Hunt said we need to ensure that every child has a good teacher — one who knows the subject matter, has excellent teaching practices, works well with colleagues and has good professional support. Romer said we have to give students a real opportunity to learn by giving them enough time to do so. If you can't get it done in the normal nine-month school year, then you've got to give students summer school. Also, he said, we have to begin to focus on the first six years of life, and on what happens to students

after high school, because a high school education will not be enough in the future. The environment has changed, and we have to start to reach for a new level. Engler said that we've got to reach children and their families and talk about the importance of reading, writing, math and science as necessary skills to exercise full citizenship in the 21st century. McKernan said that we just now are starting to see which states are doing the best, and that we can begin to learn from those states. The important thing in the future will be to have everybody working together, sharing information and learning from each other.



(top photo) Gov. Tommy Thompson (R-Wis.) presents award to Frances Hauser-Rogers, principal of Milam Elementary School in Houston, Texas

(bottom photo) U.S. Secretary of Education Richard Riley presents award to Jane Harkey, principal of Chico Elementary School outside Little Rock, Ark.

Engler and Hunt summed up the video discussion. Engler said: "We have to recognize and celebrate the progress but should not for a moment be satisfied, and certainly should not become depressed that we haven't met every Goal. Instead, we should understand that this is a long journey. It takes patience and perseverance. Fend off the idea that, 'Gee, we didn't make the Goals, so I guess the Goals didn't work.' They have worked wonderfully well."

Hunt added: "Let's not step back from focusing on education, setting high goals and pressing ourselves to try to reach them. I think this whole process has been good for America, and now that we've learned from it, I think we can do even better in the next 10 years."

Recognition of Presidents Bush and Clinton

Patton praised Bush as a man who had education at the top of his agenda. He also recalled that, as governor of Arkansas, Clinton had chaired the National Governors' Association Task Force on Education, and praised Clinton for keeping the education at the top of his presidential agenda. He then presented awards in recognition of their contributions and commitment.

Gov. Tommy Thompson gave the award for Bush, which was a donation of $1,000 for the purchase of books in Bush's name to Milam Elementary School in the Houston Independent School District. Frances Hauser-Rogers, Milam's principal, accepted the donation.

U.S. Secretary of Education Richard Riley gave the award for Clinton, giving a $1,000 donation in Clinton's name, also for the purchase of books, to Jane Harkey, principal of Chico Elementary School in Mapleville, Arkansas.

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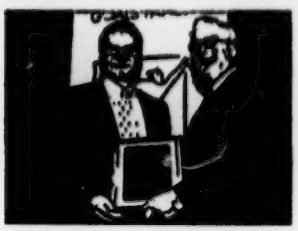
Recognition of Outstanding Progress by States

On behalf of the NEGP, Gov. Patton (at right in all photos below) presented awards to states that have made outstanding progress on one or several of the National Education Goals.

Connecticut: for outstanding progress toward Goal 3, Student Achievement, and across the National Education Goals, 1999

Ted Sergi accepts the award for Connecticut.

Indiana: for outstanding performance on Goal 6, Adult Literacy, 1999

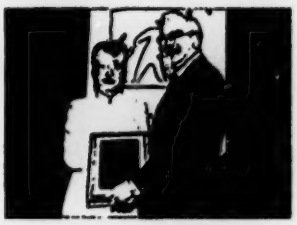


Larry Grau accepts the award for Indiana.

Maine: for outstanding performance on Goal 1, Ready to Learn, and across the National Education Goals, 1999

Former Gov. John McKernan, U.S. Sen. Olympia Snowe and Duke Albanese accept the award for Maine.

Maryland: for outstanding progress toward Goal 2, School Completion, 1999



State Superintendent of Schools Nancy Grasmick accepts the award for Maryland.

Michigan: for outstanding progress toward Goal 2, School Completion, 1999

John Porter accepts the award for Michigan.

Minnesota: for outstanding performance on Goal 4, Teacher Education, and Goal 5, Mathematics and Science, 1999

Jessie Montano accepts the award for Minnesota.

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North Carolina: for outstanding progress toward Goal 3, Student Achievement, and across the National Education Goals, 1999

Gov. James Hunt, Mike Ward and Margaret Dardess of Glaxo Wellcome accept the award for North Carolina.

North Dakota: for outstanding performance on Goal 8, Parental Participation, and across the National Education Goals, 1999

Wayne Sunstead accepts the award for North Dakota.

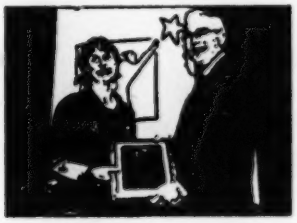
Oklahoma: for improved performance on Goal 4, Teacher Education, 1999

Floyd Coppedge accepts the award for Oklahoma.

Texas: for outstanding progress toward Goal 3, Student Achievement, and across the National Education Goals, 1999

Jim Nelson accepts the award for Texas.

Washington: for outstanding performance on Goal 6, Adult Literacy, 1999



Kathy Cooper accepts the award for Washington.

Wisconsin: for outstanding performance on Goal 5, Mathematics and Science, and Goal 7, Safe Schools, 1999

Gov. Tommy Thompson and State Rep. G. Spencer Coggs accept the award for Wisconsin.

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An Informal Conversation Among Former Chairs

Five former chairs of the National Education Goals Panel (NEGP) were present to speak about the NEGP, its past and its future. The discussion was moderated by Frank Newman. The participants were:

- Former Gov. Carroll Campbell of South Carolina (R)
- Former Gov. Ben Nelson of Nebraska (D)
- Former Gov. John McKernan of Maine (R)
- Gov. James Hunt of North Carolina (D)
- Gov. Cecil Underwood of West Virginia (R)

Gov. Paul Patton recognized particular contributions of the former chairs and said goodbye to former Gov. Roy Romer, the first chair of the NEGP, who had to catch a plane before the panel began. Former Gov. Campbell was recognized for the role he played at and following the Charlottesville Summit; Former Gov. Nelson was recognized for bringing the NEGP out of Washington, D.C., and into the nation as a whole. Former Gov. McKernan was commended for revamping data collection — a crucial piece of the effort to raise achievement levels. Hunt was lauded for addressing issues of standards implementation and teacher quality.

Q: Newman asked the panelists to comment on why the NEGP is important.

A: Campbell said that education has been our "Achilles heel" and that the NEGP has focused the nation's attention on our frailties. "We have to increase our efforts to educate or we will have a second-rate education system and become a second-rate country." There must be a demand for excellence at every level, and the NEGP has put a focus on that demand.

"When I was chairing the NEGP," said McKernan, "we had great Goals but no data. We have figured out how to gather data and keep everybody interested."

Nelson said that the NEGP had spurred the nation into figuring out what our levels of achievement should be.

Hunt said that the NEGP is important because it laid out specifically what the Goals are and developed ways to measure them. He wants the Goals process to continue and to see improved accuracy in measurement. Much of the data aren't very useful, he said. "For example, school violence data released today are five years old."

Underwood said that the NEGP has been

(left to right) Former Governors and NEGP Chairs Ben Nelson (D-Neb.), Carroll Campbell (R-S.C.) and John McKernan (R-Maine)

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a vehicle for clarity on the Goals and for better data on educational productivity. Bipartisanship has worked on the NEGP because it is run by governors. Some matters have not gone well, he said. Some states and governors haven't participated very much. Many governors are ignorant about the meaning of assessments. He urged the NEGP to go out to the states for press conferences on state reports so that the public, the media and policymakers will better understand the implications of the data for policy change and greater achievement.

McKernan and Nelson agreed on the importance of getting the media to understand that test scores are not only about where a state ranks, but also about a state's progress toward meeting the Goals. Underwood underscored the problem by remembering a CNN interview in which every question was focused on failure. "We need a better way to get people involved while bypassing the media." McKernan said that the governors need to explain how to fix problems revealed by the data.

Q: Newman then asked the panel about the dilemma of the long, dogged task of education reform in a world of rapid change.

A: Underwood said we need to collect timely data. "We need to be as good at collecting and publishing education data as we are at collecting and publishing economic data." Hunt said that business leaders should push Congress to do better and more frequent data collection.

Q: Newman asked, "What unique roles does the NEGP fill?"

A: Hunt observed that the use of the word "National" in "National Education Goals" has caused problems. He suggests that "American Education Goals" would cause less anxiety among those who are worried about federal control.

Underwood said that the NEGP is the only entity that pulls everything together. Nelson agreed, saying that the participation of state legislatures makes the NEGP less federal in appearance.

> "We chronicled the failures of the schools but didn't do anything to help them. What do we do with those who don't measure up? We have to find a way to help every child learn and develop a system that reacts when somebody falls behind."
>
> — John McKernan
> Former Governor of Maine

Q: Newman asked, "People were skeptical initially that the idea of standards would be accepted. Now that they have been accepted, what are the next steps?"

A: Campbell said that "standards are a work in progress. People have to continue to team up across parties and levels of

government and among all sectors to pick up the people who are being left behind."

McKernan said that the establishment of the National Education Goals and standards was a step in a new direction for American education, which previously had looked only at inputs and didn't demand very much of most children. "We chronicled the failures of the schools but didn't do anything to help them. What do we do with those who don't measure up? We have to find a way to help every child learn and develop a system that reacts when somebody falls behind. We cannot continue to push kids through the ranks, now that they cannot get jobs without basic academic skills."

(left to right) Governors and former NEGP chairs Paul Patton (D-Ky.), Jim Hunt (D-N.C.), Ben Nelson (D-Neb.), Carroll Campbell (R-S.C.), Cecil Underwood (R-W.Va.) and John McKernan (R-Maine)

Hunt said the NEGP shouldn't just be reporting performance on the eight Goals. These Goals have great potential for learning how to do better. We have to address the whole package: good early childhood education, great teachers, safety and a challenging curriculum.

Campbell urged the NEGP to embrace good programs because "we are losing too many young people."

Nelson said, "We set a time table [2000] and therefore set ourselves a trap. We and the public must see Goals as a process, not an end. Improving American education is a lifelong process."

Newman concluded the session with the observation that education reform is an endless journey and thanked all present for the energy they have put into this process and the children of America.

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NATIONAL EDUCATION GOALS PANEL MEETING

December 2, National Press Club, Holman Lounge, 9:30–11 a.m.

Attending the meeting were National Education Goals Panel (NEGP) members and staff:

Governors

Paul E. Patton, Kentucky (D)
Tommy G. Thompson, Wisconsin (R)
Cecil H. Underwood, West Virginia (R)

Members of the Administration

Richard W. Riley, Secretary, U.S. Department of Education (D)
Michael Cohen, Assistant Secretary, Office of Elementary and Secondary Education, U.S. Department of Education (D)

Member of Congress

Rep. Matthew G. Martinez, California (D)

State Legislators

Rep. G. Spencer Coggs, Wisconsin (D)
Rep. Douglas R. Jones, Idaho (R)
Sen. Stephen Stoll, Missouri (D)

National Education Goals Panel Staff

Ken Nelson, Executive Director

Presenters

John Barth, Senior Education Associate, NEGP
Cindy Prince, Associate Director for Analysis and Reporting, NEGP
Emily Wurtz, Senior Education Associate, NEGP

Editor's note: According to a tradition established by former Gov. Roy Romer, the first chair of the NEGP, the NEGP operates by consensus. There rarely are formal motions, seconds or votes.

Patton announced that the NEGP would discuss recommendations proposed the previous day or made in the essays commissioned by the NEGP. The meeting began with summaries presented by the NEGP senior staff.

Panel I Themes:

John Barth organized the ideas from Panel I, "The Big Issues," into four broad categories.

Sustaining the Effort by Avoiding Backlash

The first category he called "sustaining the effort," which included the uncomfortable juxtaposition of two realities: that reaching the Goals will take time, and that the public is concerned that the consequences of high-stakes testing will be imposed before students have been given a fair chance to meet the required standards. He cited the essays of Ron Cowell, a former NEGP member, and Ed Rust, CEO of State Farm Insurance Companies, who wrote about the need to intensify communication with the public about education reform to sustain public support for this effort over the necessary amount of time. He also cited the essay by Deborah Wadsworth, which warned of the potential for public backlash due to a lack of real progress. Wadsworth wrote about the need for strategies to keep public support behind education reform over the long term. Real reform will take time, and we have to be able to stay the course.

Building Capacity in Teacher Competence and Textbook Quality

The second recurring theme concerned the urgent need to build capacity within the education system. Robert Schwartz's essay noted that while standards, assessments and accountability are the keystone pieces of reform, they are not the end of the process, and now we need to focus on the schools' capacity to bring all children to the high standards we've set. Teacher quality is now the issue, and dramatic improvements are needed in both preservice training and professional development. Barth also cited Richard Elmore's comment during the previous day that we are now in the second phase of education reform — creating the leadership to bring requisite professional development to teachers — and in that effort, we are "half an inch above ground zero." Also, said Barth, there must be an infusion of successful pedagogical approaches into preservice and professional development training, and a mechanism for teachers to share successful practices with other teachers. Schwartz also pointed to a need for drastic improvements in instructional materials.

Using Goals-Driven Reallocation of Time and Resources to Close the Gap

A number of people, Sandra Feldman among them, talked about the need to create opportunity for all students by giving more time and resources to hard-to-teach students. Barth noted the accumulating research showing that disadvantaged children can achieve to the same high levels as advantaged children but need more time and resources to get there. Feldman and others also spoke to the need for prompt intervention when children are not making the required progress so that they "do not fall fatally behind the curve." All presenters saw a huge need to close the gap between disadvantaged and advantaged children and to continue to refine and improve our accountability systems. "I think we owe a debt to those states that have gotten out ahead of us in accountability, because they're taking their lumps, and we can learn from them and perhaps do better," said Barth.

"Going to Scale" and Accelerating the Pace

In his essay, David Kearns drew on his business experience to focus on two major challenges. First, how do we permeate a system of 15,000 school districts and 100,000 schools in a way that gives us uniformity of success? Second, how do we accelerate the pace of change? In business terms, how do we create success much more rapidly than we are now doing?

Panel II Themes:

Emily Wurtz identified recurring themes from public input, advisors' recommendations solicited by the staff and suggestions presented in Panel II, "How Can the Goals and the NEGP Best Add Future Value?"

Knowing What Goals You Want and Where You Are

Overwhelmingly, the NEGP's constituents and presenters believe that establishing the Goals, defining the indicators of success

related to each Goal, monitoring progress and publicizing results have been major accomplishments. All of those activities have prodded states and school districts to do better and have been a powerful force in generating the progress we have made thus far.

A major function of the NEGP, similar to Goal setting itself, has been its ability to frame education policy issues. Wurtz quoted Sharon Lynn Kagan on the Readiness Goal: "We [the NEGP] have been pivotally important, but not in the data area *per se.*" The NEGP has been using surrogate measures of the objectives, she noted, and is still looking for better data. But it was framing the issue that brought early childhood education to the attention of policymakers and the K–12 education system.

Similarly, the NEGP was a major force in stimulating the development of standards, according to Lauren Resnick. The NEGP advocated standards at a time when they were a new idea. "I participated in a study of state accountability systems that we completed in 1989," said Wurtz, "and the word 'standards' did not come up once in a discussion of state accountability systems. Today, the idea is pervasive." Resnick's paper praised the NEGP for "perceiving the external world at that moment, framing the issues, and bringing legitimacy on a bipartisan basis to this notion that you need to define what to do and where to go." She urged the NEGP to return to that function — framing issues and moving the public forward on them.

"By far, the most valuable work of the NEGP was the report on North Carolina and Texas. Quadrupling the number of reports [case studies of statewide success] would be a great service to those of us who are trying to do better."

— Bob Wehling
Government Relations Officer
Procter & Gamble

The Importance of Good, Frequent, Comparable Data to Educational Improvement

Wurtz cited Elmore's point that there has been a remarkable shift in the thinking of policymakers about the value of data, and in the availability of data. She recalled former Gov. John McKernan's reminiscence that "Ten years ago, we never talked about education in this way because we never had any data." But she also noted that presenters had urged the NEGP in the strongest terms to do more in the area of data collection. Gov. James Hunt, for example, talked about the uselessness of old data. Hunt gave the example that the school safety information released yesterday was 1995 data — the last year in which comparable, state-by-state data were gathered. And Wurtz expressed discomfort with giving awards to Indiana and Washington for adult literacy based on 1992 data — the last year in which data on adult literacy were collected.

Wurtz reiterated Bob Wehling's point that at Procter & Gamble, he gets daily feedback on the market value of the company's shares through the Wall Street mechanism. He asked, "Where are the parallels in education? Hasn't the NEGP been hampered by the lack of data? It should push the political levers to make sure better data are available."

Presenters on the previous day also had raised the problem of data dissemination. Some had suggested that the NEGP hold field hearings, because getting data in the hands of people and helping them use the data might require more than just mailing out a report.

Wurtz repeated Wehling's suggestion that the NEGP do more reports that look behind the data, as was done in the case study of North Carolina and Texas. She reminded the NEGP that in late October 1999, they were sent an NEGP study of reading performance in Connecticut, which had made outstanding improvement in reading test scores. The report discusses the state policy structure, how districts had gotten their dramatically improved results, and what kinds of classroom approaches and materials effective teachers had used. She also noted that a new NEGP case study on Minnesota's outstanding achievement in math and science will be coming out soon. Creating a series of case studies that probe the causes of success, and strengthening the mechanisms by which that knowledge can be shared, is another vital function of the NEGP, said Wurtz.

There followed a spirited and sometimes anguished discussion of the technical, financial and political complexities of improving the frequency and scope of data collection and dissemination.

Thompson then expressed his frustration that there is no central collection point for accurate, empirical, current and comparable data on how every American school is performing on the Goals.

Wurtz expressed sympathy for reformers at the local level — "state data aren't enough." She noted that the Connecticut case study showed that the state had constructed its own state testing program, closely modeled on the National Assessment of Educational Progress (NAEP), that provided feedback at grades 4, 6 and 8, and bore the expense of creating a parallel test for grades 3, 5 and 7, so that any district could get student-level data disaggregated by teacher. Thus, any district could identify which teachers were doing an outstanding job and which ones needed help. Moreover, the state had created a professional development structure that was tied to the testing program. The mechanism for improvement, she emphasized, has been the parallel

Gov. Cecil Underwood (R-W.Va.), 1998 NEGP Chairman

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information system created by the state. There were no Draconian consequences, she said. "The consequence was that the test results would be known publicly."

"Which in and of itself is a tremendous driving force," added Thompson.

Barth joined in: "I think as long as the NEGP depends on comparable interstate data collected nationally, we are dependent on the efforts of the National Center for Education Statistics (NCES), which is the closest thing we have now to a clearinghouse. But NCES simply does not have the budget to collect data more frequently than it does now. For example, the Schools and Staffing Survey is our best source of comparable data on teacher quality and staff development in different schools across the county, but the data are collected only every seven to 10 years, which is totally inadequate."

The staff, said Barth, has considered whether the NEGP, on a pilot basis, could work with some states to create a report that would employ both state and local data, recognizing that the state data would not be comparable across state lines, due to differences in collection procedures and definitions. But the report might have value within each state and create a model for reporting. Also, Barth reported that the NEGP is working on a report on data use that will highlight some examples of the effective use of data. Data can be used, as in Connecticut, as a tool rather than a weapon.

"That's all very well and good," said Thompson, "but we're not getting down to the point. Every day I can look up and see how well my stocks are doing. Why can't we at least come up with a central collection point and put the resources there to find out what school districts are doing the best? I am confident that if we could find that information and get it out on a very regular basis, you would be driving this railroad much faster than ever before, because nobody likes to be a loser. Everybody likes to compare."

Ken Nelson said: "You can track your stocks because you have common definitions, common metrics and common measurements that translate to you, to a stockholder anywhere.

"If you want comparability from state to state and district to district, the only national measurement we have is NAEP, which samples only on a matrix basis and cannot give you information at the district or school building level. The only data we have right now are on those states that voluntarily choose to participate in NAEP. We have no tool that can get us down to the building, classroom or individual student level and give you a common measurement across 15,000 school districts and 100,000 schools. It doesn't exist."

Wurtz said there are some things we could do, despite the political reluctance to collect national data on every child. The NEGP could encourage states to follow Connecticut's lead, collecting data at every level and linking data to professional development, which is what you need to move forward. We could encourage interested states to compare their data systems. "We can be the

source of information for people taking it down to the level of their own authority."

Barth concurred, saying there are some state examples right now where there is excellent collection, analysis and use of data. He cited Brad Duggan of Austin, Texas, who has put together "Just for the Kids," a Web site that shows how you can report at the individual school level and make that information available to parents to make value judgments about schools. It's an excellent effort. There are good state data in North Carolina and Florida, where there is a common identification number for students so you can track them longitudinally and make some serious judgments at the building level, or even the classroom level, about performance.

Patton spoke up for his data collection system in Kentucky, which can tell how an individual school did relative to a school across town and relative to how the school performed in previous years, and also can give attendance rates or performance data in factors such as math scores or parental involvement. "This is published every year in newspapers statewide, and it works. It does get parents involved. Nobody likes to be criticized, but when you get criticized, you work harder."

The value of the NEGP, he said, is that "I can look at national data and find areas where we [Kentucky] are great and other areas where we're deficient relative to other states, and that motivates me to go back home and talk to my education people and say, 'My gosh, I was embarrassed. What's the problem?'"

Patton thinks it is misleading and counterproductive for the NEGP annual report to report no change on an indicator due to a lack of data, when, in fact, change may have occurred. "We're sitting here talking about people who will criticize us because we haven't reached the Goals, and here we're reporting data that, by definition, will reflect no change. I think we're doing ourselves a disservice by the way we report data."

Thompson spoke about Wisconsin's data collection system, which "I'd put up against any state in America. But saying that doesn't mean a thing unless I know that I am doing a better job than Illinois, Michigan, Iowa and Minnesota. How would you like to put together your budget for computers for next year based on the computer use data from 1994 and 1995? You couldn't do it. We have to have up-to-date, empirical data in order to be able to make correct decisions."

Education is moving too fast, society is moving too fast, to be worried about data from 1994, 1995 or 1996. That's obsolete. There has to be a way to take the good data that Kentucky is getting, and that Wisconsin is getting, and compile that on an annual basis immediately after the school year and get that out and find out how we're doing and make some kinds of comparisons. "I want to be able to find out what school district in the United States is teaching the best in fourth-grade math and find out how they're doing it. ... We can do it for baseball scores, for anything except for how well we're doing in education — the most basic thing to improve the quality of life in our country."

Stoll asked whether the lack of data was a resource problem, noting that Procter & Gamble and other companies put resources into gathering this information. But the NAEP math and science scores are on a four-year cycle.

Barth answered: "That's the extent of the funds available to NAEP to conduct these tests. Also, we need to be honest with ourselves. Only 26 states have agreed to a common definition of high school dropouts. You can have comparable data only for those states. Twenty-four states have said, 'No, I won't define that way.' So you can't report it for those 24 states."

Stoll agreed with Wurtz that it is important for each state to have a good system of collecting and analyzing data. Missouri is working to try to do more with its data. "But over a period of time, can't we create a more common definition of dropouts?"

Wurtz: "I respect Gov. Thompson's point that even if every state does it well, internally, the results still can't be compared across states. If you want comparable results, it has to be collected on the same instrument. That would imply that there has to be some change in the regulations governing NAEP, some combination of both money and resources to fund NAEP, and the political will to do it. Listening to Gov. Thompson today, I think he wants it. I think there are people who will resist it. So we have to work our way through that. But to point out the obvious, the NEGP is one place from which you can push to make more resources available."

Martinez: "Would it not be appropriate for the NEGP to write a letter to the appropriators and ask them to provide more money to the National Center for Education Statistics so that they might start to develop this kind of information? If they're going to collect national data, they need to provide the definitions for the different things so that the statistics can be done properly on a national basis. I think the appropriators would be hard-pressed not to fund the request, because it is so vital."

Patton said that if we really want to compare ourselves to our peers, then maybe we've got some responsibility to ensure that our data collection systems conform to some uniform standards, so that the NEGP can publish comparable data. "Would it be appropriate for the NEGP to say, 'These are the data that

> *"The NEGP should set the pace in helping the school community understand that data collection and use [are] an opportunity to improve, not a burden that must be borne. ... It is in [schools'] interest to measure performance."*
>
> — Denis Doyle
> Chairman
> SchoolNet

we're going to collect and publish, in this way — and if you want to be in this thing, this is the way you're going to have to report the data.'? Not understanding all the political implications of that, it sounds like a good idea to me until somebody tells me it's not."

Cindy Prince replied that the data in the report are not collected by the NEGP. We do not have the capacity to be a data collection agency. We depend heavily on NCES. A majority of the data in our report comes from NCES. We also use data from the National Center for Health Statistics, and data collected by the University of Michigan and the College Board.

Because we get our data from those agencies, they put the quality-assurance controls in place, making sure the data are collected at the same time and in the same way. We can be assured that if NCES gives us state data on one of the indicators like math achievement, we know the data were collected in the same way in all states. That always has been one of the key principles of the NEGP reports — that we only publish comparable data across the states. "If you are looking at your own state, Gov. Patton, and you wanted to see how you compared to other states, you would know that it was a fair comparison. Presently, it is not possible for the NEGP to be a data collection agency," said Prince.

Patton said he wasn't really talking about the NEGP collecting the data, but about establishing some standards or encouraging states to participate — to be a facilitator if there's a deficiency.

Prince said that the NEGP had done that in the past, as when the chair sent letters to governors and state school officers encouraging them to participate in voluntary data collections on school violence.

Patton said he would like to have two bases for measuring school violence — one dating from 1989 when the Goals first were set and hence the problem first was acknowledged, and the other reflecting change over the past year. "It would be helpful for me to know that over the 10 years, Kentucky has improved in this area." The one-year measure would be helpful, too, he said, noting that "Last year, we went down. Was that an aberration or did we do something wrong?"

(left to right) Gov. Paul Patton (D-Ky.) and U.S. Rep. Matthew Martinez (D-Calif.)

Martinez wondered why, since the states collect achievement data on their students each year anyway, that data can't be compiled by NCES annually and reported in a timely way so that it could be used, and why NCES can't get cooperative agreements among the states to provide uniform information.

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Prince replied that NCES does collect some of its core data annually, and that it does have a uniform standard for collecting data across the states. "But if we're talking about having NCES collect data that are unique to each state, it will not have the comparability that we want in this report. NCES has made quite a few improvements in getting states to work toward comparability — on a definition of dropouts, for example."

Prince addressed the panel's concerns about old data — for example, the 1994 Schools and Staffing Survey, which includes parent participation data. "I think NCES would be thrilled to have the NEGP take a stand and say that data collection should be funded more frequently."

In answer to Patton's desire for baseline data from 1989–90, Prince said that "that is what we do." In some cases, she said, the data did not exist in 1990, so you might see a baseline of 1992 or 1993. Or the measured items have changed, so we might have had to restart with a baseline of 1994. But the NEGP's decision has been to show the complete array of indicators from as close as possible to 1990 to the most recent date possible.

This year, Prince explained, we have labeled new data and updates — measures that have been updated since last year with more recent data. So that should make it easier for you to answer if the press asks questions about what's new or updated. But if we were to show only changes from the previous year, you wouldn't see big changes from year to year in education. In fact, you might see performance going down a little. That is why we compare new data to baseline data from when we adopted the Goals, to show change over the decade.

Patton still questioned the value of reporting old data from the previous year(s) when there has been no intervening data collection.

Nelson promised to present a report to Patton and the NEGP in February that would take his concern into account and propose different ways of reporting data.

Coggs spoke about the need to have greater participation for more states providing comparable data. But he also noted that achieving uniform data collection standards has been politically difficult. Nevertheless, Coggs thinks we can make progress if we develop the will to get states to do it.

Underwood also expressed dissatisfaction with old data and asked how much money it would take to get annual updates.

Nelson said it would be possible by the February meeting to have a session on exactly how we get the data and what it would take to improve the data. He also commented that NAEP is moving in the right direction, improving their cycles in the core subject matter areas. But he pointed out that a national collection is costly, and the turnaround time is long — a year late at least. "So we do the best we can with the latest we have."

By consensus, the NEGP members adopted an action statement that included a plan to hold regional field hearings around the country next year to engage a wider public in an understanding of Goals achievement strategies and the effective use of data.

NATIONAL EDUCATION GOALS PANEL PRESS CONFERENCE

December 2, National Press Club, 11 a.m.–noon

Editor's note: Before the press conference, interested reporters were provided copies of the annual report, data report and press release, which formed the basis for most of their questions to Gov. Paul Patton and other members of the National Education Goals Panel.

In releasing the *1999 Goals Report*, Patton traced the short history of the Goals effort, beginning with the Charlottesville Summit; the development of consensus on the eight Goals; and the establishment of the National Education Goals Panel (NEGP) as a state/federal partnership, with the federal government as the junior partner. Since few of the reporters had attended the discussion by the former NEGP chairs held the night before, Patton repeated some memorable comments from that discussion. The quotes (which appear throughout this report) emphasized the NEGP's achievement of bipartisanship and the sense that the very existence of the Goals and the monitoring of results had produced a profound and permanent change in the way Americans judge their schools. Where, formerly, people were concerned with funding, facilities and compliance with regulations, now their attention is riveted on results. Patton credited the Goals with sustaining strong, broad-based support for education reform over the last decade and with helping to launch and support the development of academic standards across the nation.

Progress Report on the Goals

Gov. Tommy Thompson reviewed the progress shown in the *1999 Goals Report* that had been made on the first four Goals. For Goal 1, Ready to Learn, he noted that 10 years ago, the notion of preparing children to learn was "barely on the radar screen." But over the decade, he continued, 37 states have been able to reduce the percentage of infants born with one or more of four health risks. "That's significant," he said, "because it will certainly affect those children in learning to read later on." Six states have increased the percentage of two-year-olds who have been fully immunized, and 49 states have increased the percentage of disabled children enrolled in preschool. Fifty states have increased the percentage of mothers who receive early prenatal care.

Thompson highlighted progress on Goal 2, School Completion, noting that 17 states have been able to meet the Goal, a 90 per-

Gov. Tommy Thompson (R-Wis.) and Gov. Paul Patton (D-Ky.)

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cent completion rate. Twelve states have reduced high school dropout rates.

· States also have made progress on Goal 3, Student Achievement and Citizenship. Thompson recognized that 27 states have increased the percentage of public school eighth-graders who are proficient in mathematics, seven states have increased the percentage of fourth-graders who are proficient in mathematics, and eight states have increased the percentage of fourth-graders who are proficient in reading. Thompson also noted that 50 states have increased the proportion of students qualifying for college credit through Advanced Placement examinations.

On Goal 4, Teacher Education and Professional Development, data show that 17 states have increased the percentage of public school teachers who said they received support from a mentor or master teacher during their first year of teaching. One state, Oklahoma, increased the percentage of secondary school teachers who now hold a teaching certificate in their main teaching assignment; two states, North Dakota and Rhode Island, already are at 100 percent.

Gov. Cecil Underwood then presented achievement highlights on Goals 5 through 8. Goal 5 set out to make America first in the world in math and science achievement. Now, 15 states are performing at world-class levels in eighth-grade science. Of 41 countries, only Singapore would outperform those 15 states. Fifty-one states and territories increased the percentage of degrees earned by all students in math and science, 38 states and territories increased the percentage of college degrees earned by minority students in math and science, and 51 states and territories increased the percentage of math and science degrees earned by females.

On Goal 6, Adult Literacy and Lifelong Learning, 10 states increased voter registration, and 39 states increased the percentage of high school graduates who immediately enrolled in college.

On Goal 7, Safe, Disciplined, and Alcohol- and Drug-Free Schools, Underwood reported that we have not made progress and must redouble our efforts. One territory, American Samoa, reduced the percentage of students who said they were threatened or injured with a weapon on school property. And one state, Nevada, reduced the percentage of students involved in physical fights on school property. Four states and territories reduced the percentage of high school students caught carrying weapons on school property.

Finally, on Goal 8, Parental Participation, 17 states have increased the influence of parent associations on public school policy, and three states have reduced the percentage of public school principals who say that the lack of parent involvement in schools is a serious problem.

Report on Awards

State Rep. G. Spencer Coggs announced the awards that had been given out the night before. The NEGP recognized 12 states for making outstanding progress. Coggs noted that Maine ranked among the highest-performing states more often than any other state. Maryland and Michigan were the only two states that were among both the most-improved and the highest-performing states for Goal 2. North Carolina and Texas were among the states with significant improvement on Goal 3 and a number of measures of progress across all the Goals. Connecticut was among the top states this year in three categories: improvement across all the Goals, highest performance and greatest improvement.

State Rep. Douglas Jones continued the announcements of awards: He acknowledged Minnesota for having 81 percent of its teachers with degrees in their main teaching fields, and Oklahoma for improving the percentage of teachers with certificates in their main teaching fields. Minnesota was recognized for having among the highest performance on fourth- and eighth-grade math, eighth-grade science, and international math and science assessments at grade 8. Wisconsin also ranked among the highest-performing states on both fourth- and eighth-grade international science achievement. Indiana and Washington were the two highest-performing states in adult literacy, and Wisconsin reduced the percentage of students carrying weapons. Finally, North Dakota ranked among the highest-performing states on parental participation in school.

U.S. Secretary of Education Richard Riley then addressed the press conference, observing that 10 years ago, very few people believed that setting rigorous standards would have staying power. Yet today, 48 states have established new state standards, and two states have revamped their local standards. All 50 states, in one way or another, are "into the standards movement," which has put down roots and has staying power. There is much to be done, however, and we've got to get the standards down to the classroom level. That has a lot to do with teachers, Riley said.

Ten years ago, Riley noted, there were questions about whether the federal government had a meaningful role to play in shaping educational progress for the nation. Since the 1989 National Education Summit, that question has been answered in the affirmative. There was an agreement that education should be part of our national purpose and that the federal government could play a positive and constructive role, but as a junior partner to the states. The American people have made it very clear in the last few years that they expect all levels of government to be involved in improving education.

"The Goals that we have set are like a North Star. They give us a sense of direction and they challenge us to keep moving forward. Have we achieved all we set out to do? Certainly not. These National Education Goals are very ambitious. But I can tell you

that a strong American consensus has developed about what we need to do," said Riley. He listed the points of agreement: a strong focus on reading, smaller classes, technology in the classroom, stronger accountability, meaningful after-school opportunities, quality teaching, and the powerful idea that all children should be given the opportunity and encouragement to learn to high standards. "The last point is very new," he said. "We are not talking about leaving some children behind as was done in years past."

Riley concluded by reminding everyone that you don't improve education by grabbing on to the latest fad. "You improve education by staying focused on the fundamentals, and these National Education Goals help keep us focused."

Patton said that the Goals are as important today as they were 10 years ago, and that "we need better and more frequently reported state-by-state education data in a number of Goals areas. It is unacceptable that the data used in the report are so old." Despite that deficiency, Patton said, "The National Education Goals are working, and progress realized over the first decade calls for very accelerated efforts to meet the Goals at the national, state and local levels. Without the Goals, we would lose a comprehensive vision of the education that Americans understand and want."

Martinez then announced that the NEGP will hold a series of field hearings during the coming year, with the objectives of (1) identifying promising and effective practices at the state and local levels that are producing demonstrable progress toward achieving the Goals and (2) compiling and sharing this information with policymakers and education leaders to better inform their efforts toward achievement of the Goals.

Q and A

Reporter: Is the NEGP at all concerned that there will be a backlash, now that standards are being applied in several states?

Patton: No, I don't see any backlash, but I see a positive response from the leaders of the nation as a result of the NEGP's work.

Reporter: Governor, recent headlines have indicated that many students are not at grade level in reading and mathematics. Recently, it has been indicated that they aren't at grade level in civics. Why is it that your somewhat rosy scenario doesn't square with those headlines?

Patton: We're celebrating what we have done, which is substantial, measured and documented. We are recommitting ourselves to address the very problem you talk about. Certainly we acknowledge that we have not reached the goal of having every American child perform at these world-class levels, but it remains our goal. When we reward with recognition those who have had success, that causes all the rest of us to continue to work toward this goal.

Reporter: So, since it's your view that education has improved over the past 10 years, are students better today than they were 10 years ago?

Patton: Yes, I think the data show that. But there is no question that we have a long way to go.

Reporter: How much progress have we made toward the Goals? Are we part of the way there? Halfway there? Could you approximate our progress on all of the Goals?

Patton: I can't do that, and I don't know anyone who would venture to do so. But one of the things we need to do is improve data collection. Some of the data are collected only every four years, and some of it only every 10 years. So when you're trying to measure annual progress, you sometimes don't know exactly how much progress you've made.

State Sen. Stoll: Missouri is probably like many other states. We didn't begin this whole process until the Education Reform Act in 1993. We began then to think about standards and assessments, and we don't even have our Missouri assessments implemented yet. But there is dialogue about how to improve, and it is growing, and we have made progress. We have to sustain that, and I think we're going to see a lot more progress.

Reporter: What is the significance of what we're seeing in states like Massachusetts, which ended up setting its state assessments incredibly low — far lower than expected? Or in Los Angeles, where they are going to delay the implementation of their ban on social promotion? Are these "push-backs" or just expected bumps in the road?

Thompson: There's no question there's going to be a push-back threat in America when certain kids don't measure up. I personally witnessed that in Wisconsin, where we had a high-stakes graduation test. The parents were afraid of it, so they got the Legislature to water down the test. The same thing took place in Massachusetts when many teachers did not pass the licensing tests, and now it's happening in California.

Even though you're going to have individual situations where people are going to push back and say it's too hard, we're still dragging the discussion forward and we're still pushing to get every student the best education possible. But it's not easy. The only way we're going to keep the public's attention is by talking about it, by having press conferences like this, by having the NEGP, by having Congress continue the NEGP, and by asking for more out of the NEGP, such as getting a common definition of all the things we measure, so we can have better assessments.

If you have accurate comparisons, people are going to ask why their district didn't measure up. That's the kind of impetus we need.

Coggs added that the NEGP has to be that aggressive force that keeps pushing the envelope for education across the country. The

NEGP represents the diversity of the country. It's bipartisan. We don't always agree on education reforms, but neither of us would doubt each other's commitment to reform, and that's the embodiment of the NEGP. That's why the NEGP needs to continue.

Patton said that in Kentucky, they didn't get reform right the first time and had to make modifications. "We've responded to legitimate concerns about some of the changes we've made. There might be cases of what appear to be regression. Maybe people went too far. Or maybe you have to do it gradually in certain cases. But there is no doubt in my mind that the nation is making progress."

Reporter: When the Goals were established, they said by the year 2000 we would accomplish these things, and clearly that has not happened. As you look to reauthorize the NEGP and continue the Goals, are you going to set another benchmark date?

Patton: We're aspiring to the highest possible Goals. Otherwise, we might not realize our maximum possible potential. Certainly, 2000 was the time to come and look at it, and 2010 will be a time to look again, and the year 3000.

U.S. Assistant Secretary of Education Michael Cohen: Goal 7 is the one about keeping schools safe and drug-free. Two points: One is that the data the NEGP reported are all state-by-state data, and they do suggest some gains in some areas but not in others. But there also are national data that have been reported by the Department of Justice over the last several years that are not available on a state-by-state basis, which is why the NEGP doesn't incorporate them. But they show that schools continue to be the safest place in the community for most students most of the time, that the number of violent incidents is very small in most schools and that violence occurs more frequently in high-poverty urban schools — but we should not overstate the problem.

Thompson: Remedies can't be driven from the federal level down. Solutions have to come from the governors and legislatures. The best way we can improve the quality of education is to be able to make comparisons. Nothing drives governors faster and better than to have a report saying you don't measure up in a particular area. We need more comparisons within our states, more comparisons among our states and more comparisons to the nation as a whole. But the driving force has to be the governors and the states in order to get improvement in education. It's the only way it's going to happen.

Jones: I think I can point out two or three things you said earlier today that touch on Goal 7 issues. One is that the data on Goal 7 are old. We don't have more current data available to report at this time. Unfortunately, there have been two or three very high-profile incidents in the United States during the last year that have been covered thoroughly by the media. Because of all those incidents, all of us in every state have made great efforts in this area, but those efforts are not

reflected in the data in this report. So we need to keep in mind that data takes time to collect and time to report.

Reporter: Are any of you concerned that the NEGP will not be continued?

Martinez: I don't think there is any question that the NEGP will be continued. We have not heard any uproar from members of Congress about doing away with the NEGP. The administration supports it. The chairman of the committee, Bill Goodling, sits on the NEGP. I know Sen. Jeffords on the Senate side is in full support of it. The NEGP is the only national organization — a bipartisan organization — driven mostly by the governors and the state legislators instead of by Congress. It has had a positive effect throughout the country. I see Congress reauthorizing the NEGP.

Riley added that the administration has sent over the proposed reauthorization of the Elementary and Secondary Education Act, which will be debated next year and which includes the NEGP and the Goals as part of the legislation. We have not heard any serious opposition, and we have heard a lot of support.

Reporter: Other than data collection, what does the NEGP plan to do over the next 10 years?

Patton: We plan to have hearings around the nation to allow more public input and to disseminate what the Goals are, why they are important and where states can get information about how they can make progress toward the Goals.

Thompson: The important thing will be to find out what is truly working. We can take that information, collate it, disseminate it and get it into classrooms throughout America. By the 20th anniversary of the NEGP, every school district in the country should have made progress toward each Goal and be ready to move on to higher levels of achievement.

Patton concluded the press conference by thanking the NEGP members and members of the press for attending.

The National Education Goals Panel (NEGP) invited conference participants, as well as those who could not attend, to comment on "Tomorrow's Big Issues in Education." All of the comments informed Section 1 on "Highlights: Themes and Issues." A strong convergence of opinion emerged on the major issues listed below. In addition to the presenters and discussants at the conference, the NEGP gratefully acknowledges the written comments of:

- Anonymous
- Paul Barton
- Michael Casserly
- Committee 4 Education Funding
- Leonard De Fiore
- Denis Doyle
- Brad Duggan
- Pascal Forgione
- Henry Marockie
- Dorothy Rich
- Sondra Stein
- James Wilsford

1. Teacher Quality

Teacher quality and the related issues of preservice education, certification standards, the quality and quantity of professional development, teacher recruitment and retention, teacher supply and shortages, teacher compensation, and teacher motivation loomed larger than any other topics. Serious improvement in the preservice college education of teachers and the implementation of deeper, more focused and more standards-based teacher development programs were seen as essential.

2. Principal/Administrator/ Leadership Quality

Intimately related to teacher quality, a number of participants said principals must be equipped to lead and coordinate the initiatives to equip teachers for higher levels of teaching skill. Some said that reaching the National Education Goals will require a substantial change in the training and recruitment of principals (and ultimately of superintendents and school boards as well), and also will require a change in relations among teachers and administrators.

3. Student Achievement

Raising student achievement to high standards, especially the achievement of poor and minority students, was understood as the underlying reason that teacher and administrator quality are so important. Many expressed a sense of urgency about establishing and maintaining high standards for all students, in general and in urban settings particularly. Some noted the difficulty of maintaining high standards with diverse school types, the challenge of ensuring comparable standards in different states, and the problems of developing common standards for academic results in a decentralized system with school-site management that includes charter schools.

4. Student Assessment

Several wrote of the importance of building public support for meaningful assessments, the need for skillful interpretation of test results for parents and policymakers, the relationship of assessment to promotion standards, the dangers of high-stakes testing, and the development of more appropriate assessments of student progress.

5. Building School Capacity

There were more questions than suggestions about how to improve the capacity of local schools, which many saw as an essential issue for reaching high education standards. Among those questions were: How do school systems need to change to reach the Goals? Where do we get the resources for teachers and facilities? What follows Goal setting? Some recommended help be provided to states and districts to help align education policy and practice to improve student performance, and to help build organizational capacity to improve system performance.

6. Finance and Resource Issues

To some, aligning finances and resources to standards and education improvement is a critical issue. Finding ways to deploy resources more effectively, correcting inequities in financing public education and maximizing the use of community resources were seen as important.

7. Availability and Use of Data

Reliable, timely and comparable data were seen as essential to achieving results, reaching standards and monitoring improvement. Considerable frustration was expressed at the difficulty of acquiring such data. Participants called for improving education indicators, designing sound accountability systems, providing for timely data, speeding up reporting and accelerating ways to share best practices.

> "Child literacy and technology are the target areas from which to make the quantum leap we need."
>
> — James Wilsford
> Superintendent (retired),
> Orangesburg, S.C.

8. Technology

Some saw the application of technology as critical to making quantum improvements in education. They reported a need for educators to adapt technology and use it appropriately; to ensure equitable access to technology for all students; and to focus on how technology will change education, teaching and what students should know and be able to do.

9. Issues Related to Specific Goals

Contributors cited other continuing priorities such as expanding preschool and all-day kindergartens, especially in urban areas; solving the dropout problem at its source — during high school; reducing school violence; and improving parental involvement in education.

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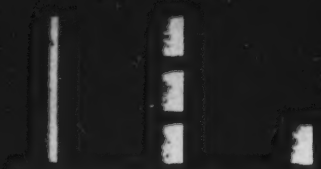

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